

Message Text

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ACTION SS-25

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C O N F I D E N T I A L IAEA VIENNA 8149

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E.O. 11652: GDS

TAGS: PARM, IAEA

SUBJECT: UK FULL-FUEL-CYCLE SAFEGUARDS IDEA

1. SUMMARY: UK DEL TO GENERAL CONFERENCE HAS SHOWN US TENTATIVE UK SCENARIO FOR PROMOTION OF IAEA SAFEGUARDS AGREEMENT COVERING FULL FUEL CYCLE FOR NON-NPT PARTIES. JOHN THOMSON WILL ARRIVE VIENNA SEPTEMBER 26, AND WILL DISCUSS MATTER WITH U.S. AND IAEA. END SUMMARY.

2. UK DELEGATE (WILMSHURST) HAS SHOWN BUT NOT GIVEN U.S. DEL (BORIGHT) EXPANSION OF UK SCENARIO, MENTIONED IN SEPTEMBER 16-17 LONDON SUPPLIERS DISCUSSION, FOR GAINING ACCEPTANCE OF SAFEGUARDS FORM WHICH COVERS ALL NUCLEAR MATERIAL IN NON-NPT STATE. IN ANSWER TO QUESTION, WILMSHURST SAID THIS IS VERY PRELIMINARY PLAN, WHICH HAS NOT BEEN SHOWN TO OTHERS, E.G., CANADA. HOWEVER, JOHN THOMSON HAS AGREED IT COULD BE SHOWN TO US.

3. SCENARIO FIRST CALLS FOR IAEA BOARD OF GOVERNORS, AFTER LOBBYING EFFORT BY EXPANDED SUPPLIERS GROUP, ADOPTION OF RESOLUTION CALLING ON DG TO DEVELOP NEW MODEL SAFEGUARDS AGREEMENT. UK AND OTHER SUPPLIERS WOULD HELP SECRETARIAT IN PREPARATION OF MODEL,
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WHICH BG WOULD THEN "ADOPT". SUPPLIERS WOULD REQUIRE

THIS TYPE AGREEMENT, AND WOULD PRESS FOR ITS UNIVERSAL APPLICATION. IN RESPONSE TO QUESTION OF WHETHER, IN UK VIEW, BG ADOPTION WOULD MEAN RETROACTIVE APPLICATION OF NEW MODEL, EXCLUSIVE USE OF NEW MODEL IN FUTURE, OR SIMPLY APPROVAL FOR USE WHEN PARTIES ARE WILLING, WILMSHURST SAID THAT THEY WOULD NOT MEAN RETROACTIVE APPLICATION, BUT WOULD HOPE IN PRACTICE TO MOVE TOWARD APPLICATION OF NEW MODEL IN ALL FUTURE AGREEMENTS.

4. WILMSHURST ALSO HAS DRAFT OF THE BG RESOLUTION CALLED FOR IN FIRST STEP OF SCENARIO. DRAFT SETS AS GOAL SAFEGUARDS ON ALL MATERIAL IN STATE, CALLS UPON DG TO DRAFT APPROPRIATE NEW MODEL SAFEGUARDS AGREEMENT, CALLS FOR SPECIAL ATTENTION TO ENRICHMENT AND RE-PROCESSING PLANTS AND FINALLY RESERVES POSSIBILITY OF ASKING SAFEGUARDS COMMITTEE TO CONSIDER THE NEW MODEL. IN RESPONSE TO QUESTION AS TO DESIRABILITY OF REOPENING SAFEGUARDS COMMITTEE, WILMSHURST AGREED IT WAS RISKY STEP. WHEN ASKED WHETHER UK BELIEVES BG WOULD ADOPT THE RESOLUTION, HE SAID THEY DIDN'T KNOW, AND HADN'T TRIED TO COUNT VOTES.

5. IN ADDITION, WILMSHURST SHOWED HIS FIRST DRAFT CONSIDERATION OF THE SORT OF CHANGES TO INFCIRC/153 WHICH MIGHT BE NECESSARY TO PRODUCE NEW NON-NPT MODEL AGREEMENT. BRIEF READING SHOWED ONE VERY SURPRISING IDEA: REMOVAL OF THE EXPLICIT PNE EXCLUSION. WILMSHURST EXPLAINED THAT IDEA WOULD BE TO MAKE THE MODEL ACCEPTABLE TO LARGER NUMBER OF NON-NPT PARTIES, AND THAT PNE EXCLUSION COULD BE HANDLED IN BILATERAL AGREEMENTS. U.S. DELOFF GAVE PERSONAL OPINION THAT PNE EXCLUSION SHOULD APPEAR IN ALL FUTURE SAFEGUARDS AGREEMENTS, -AND THAT MOST STATES, BOTH SUPPLIER AND RECIPIENT, WOULD BE SURPRISED AT OMISSION OF PNE EXCLUSION. UK DRAFT ALSO CALLED FOR 25 YEAR TERM, AND U.S. DELOFF POINTED OUT THAT THIS DID NOT ACCORD WITH GOV/1621 STANDARDS.

6. AS INITIAL PERSONAL REACTION, US DELOFF ASKED
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WHETHER UK HAD CONSIDERED FOLLOWING ALTERNATIVE, SOMEWHAT LOWER-PROFILE, SCENARIO: NEGOTIATION OF THE DESIRED FULL-CYCLE NON-NPT SAFEGUARDS AGREEMENT IN A SPECIFIC CASE, APPROVAL BY BG, AND USE OF THE AGREEMENT AS A PRECEDENT. WILMSHURST REPLIED THAT THIS HAD ADVANTAGES, BUT THAT UK WOULD NOT IMPOSE CONDITIONS OF SUPPLY NOT IMPOSED BY OTHER SUPPLIERS. US DELOFF OBSERVED THAT BOTH SCENARIOS DEPEND ULTIMATELY ON

AGREEMENT AMONG SUPPLIERS TO INSIST ON USE OF NEW MODEL.

7. JOHN THOMSON WILL ARRIVE VIENNA FRIDAY, SEPTEMBER 26, AND WILL STAY FOR APPROXIMATELY ONE WEEK. HE WILL BE AVAILABLE TO TALK TO US ABOUT ABOVE SCENARIO. WE WILL TRY TO SEE HIM AT LEAST BRIEFLY SEPTEMBER 26 BEFORE KRATZER, ET AL, LEAVE VIENNA. IN ADDITION TO CONCERNS OVER ADVISABILITY OF NEW SAFEGUARDS COMMITTEE PROCEEDING AND NEED TO HAVE PNE EXCLUSION AND GOV/1621- TYPE DURATION IN ANY AGREEMENTS, WE WILL POINT OUT THAT UK PLAN LOSES THE

ADVANTAGES OF SUPPLIER INVOLVEMENT IN TRILATERAL SAFEGUARDS AGREEMENTS. DOES DEPARTMENT HAVE FURTHER GUIDANCE AS TO PARTICULAR POINTS TO BE MADE TO THOMSON? TAPE

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